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ABSTRACT

Reported is California's master plan for providing a quality educational program to all of the state's handicapped children. Topics covered include a definition of special education, interaction between special education and general education, and a look at California's programs including new directions and current weaknesses. Presented are a philosophy and nine goals of special education, and a list of six guidelines for implementing those goals. The nature and criteria (such as providing for differential grouping) of a comprehensive special educational plan are outlined, and responsibilities of state, district, and local officials are enumerated. A new classification system which groups "individuals with exceptional needs" under four subclassifications is outlined. Objectives are listed for eight supportive and instructional program components (such as special transportation services and a resource specialist program). Also delineated are objectives and guidelines for evaluation of the program, development of a financial model for special education funding (including coordination of federal resources), and personnel planning and development. (LC)

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California Master Plan for SPECIAL EDUCATION

Adopted by the

CALIFORNIA STATE BOARD OF EDUCATION

January 10, 1974

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FOREWORD

The publication of this *California Master Plan for Special Education* is a significant milepost in the provision of educational services to California's exceptional children.

California has been a nationwide leader in providing educational programs for mentally and physically handicapped children since 1860, when the state's special school for the deaf and blind was established in Berkeley. In recent years, however, it has been recognized that there is need to improve the quantity and quality of the program offerings; thousands of handicapped children with special needs are on waiting lists and are eligible to participate, but they are not being served. Many more are in need of service but have not yet been screened.

The *California Master Plan for Special Education* is designed to provide a quality educational program to all of the state's mentally and physically handicapped children. The proposal was developed by the Department of Education in cooperation with over 2,000 teachers, administrators, parents, and students from throughout the state who worked cooperatively to identify the strengths and weaknesses of the existing special education system.

The development and adoption of this plan, however, like all of the programs developed for the schools of California, is a *means*, not an end. We, in education, must remain continually aware that the child—the student—is the end purpose of our efforts. The child must be regarded not as a passive recipient of the instructional resources we offer and the educational systems we administer, but as a unique individual whose curiosity and potential deserve the special attention of all of our combined adult energies.

The Master Plan seeks to equalize opportunities for *all* children in need of special education service. Instead of labeling children by categories, the Master Plan proposes a single designation, "individuals with exceptional needs," for all children receiving special services. This change will correct two longstanding problems: (1) stigmatization by label; and (2) rigid categorical programming and funding, which imply that children must be grouped by handicap rather than educational need.

The State Board of Education's adoption of this Master Plan represents both a conclusion and a commencement. It is the culmination of many months of planning and effort, and it is the

commencement of a sweeping new direction of comprehensive planning for the educational needs of exceptional children that will extend to every county, every district, and every school of the state. With the focus of comprehensive planning on the needs of the individual exceptional child, the Master Plan thus becomes a proper and useful framework for serving the child in need of special education services.

Superintendent of Public Instruction

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Introduction to the Master Plan

The *California Master Plan for Special Education* is based on the principle that education is for all children, regardless of differences in abilities. Special education is based on the principle that no child shall be denied educational opportunity commensurate with his ability. Consequently, state and local governmental units have a responsibility to extend educational opportunities to all individuals with exceptional needs so that these individuals may realize the full potential of their abilities. These services must be extended to all groups of exceptional individuals—not only to those for whom even the smallest degree of development and independence can be considered success but also to those with outstanding ability who are capable of the highest levels of achievement.

Clearly, there is much to gain from effective and comprehensive programs in special education. If an adequate program is provided to handicapped children at an early age, it is possible to reduce significantly the full impact of their disabilities and, consequently, to increase their potential for independence. Likewise, early investments in the lives of the mentally gifted can result in future economic and social benefits for all Californians. For many years educational services for gifted students have been provided through special education. In the future the gifted program will be addressed separately.

Special Education — A Definition

> Special education is a set of educational programs and/or services designed to meet the particular needs of exceptional individuals.

Special education includes both direct and indirect services to individuals with exceptional needs, as well as to their teachers and parents. Direct services may either supplement a pupil's regular program, such as individual or small group tutoring, or provide an alternate program, such as a full-time special class. Special education of an indirect nature consists of services, such as special consultation, provided to the teacher and parents of these students. Such services could also include special alterations in facilities, equipment, and

learning materials. Whether special education offers direct or indirect services, its goal is always to provide the exceptional individual with a program that meets his needs. Special education services attempt to provide individually tailored programs which are designed not only to lessen or eliminate those effects which handicap some exceptional individuals but also to provide the best learning environment for each student. The variety and types of experiences planned for these pupils will vary greatly, depending on the particular pupil.

Special Education—Interaction with General Education

Special education must be considered in the context of the public educational system as a vital resource which, along with services such as compensatory education, vocational education, and remedial reading instruction, enables the educational system to meet the special needs of individuals with a wide range of learning abilities.

Many exceptional individuals are expected to be progressively included in the general school program, but special education is designed to provide for a smooth transition for students as they are prepared for the complexities of the regular classroom. If these transitions are to work, special education personnel must consult with and train regular teachers to equip them for dealing with those exceptional individuals who can be integrated into regular programs. Mildly handicapped students will generally be better served through modifying the regular program instead of creating additional special education categories.

Special education, however, may need to provide alternative services or supplements to the general school program for some exceptional individuals throughout their school careers. These students may require highly structured, intensive services that are not clearly related to "traditional" schools.

Special Education—California's Programs

While special education in California has traditionally provided for the needs of many children (434,000 in 1972-73), there have been instances of no service at all to some children and less than marginal programs for others. Changing concepts in the education of exceptional children create a need for new approaches to meet the special requirements of these individuals with exceptional needs.

California law, unfortunately, does not consistently guarantee the right of appropriate treatment to all exceptional individuals.

Although special education programs for some handicapped students are mandatory upon school districts and offices of county superintendents of schools, the Legislature has given only permissive authority for programs for other types of exceptional children. Therefore, school districts may, but are not required to, offer different programs for the educationally handicapped and those eligible for the Development Centers for the Handicapped. It appears that while California citizens have unconditionally accepted the right of each so-called average child to a free public education, they have not extended this right to individuals with exceptional needs.

Because of this lack of mandatory provisions, certain major problems remain unsolved. For example, some school districts have numerous individuals who have been evaluated and found to be eligible for the Development Centers for the Handicapped. While these individuals are ready for placement, no placement opportunities are available. Annually, California school districts report that their waiting lists include several thousand handicapped individuals requiring appropriate services. In addition, loopholes and exclusion clauses currently exist in California laws, regulations, and policies which exclude individuals with particular exceptional needs from schools because they supposedly are incapable of profiting from education.

Special Education—New Directions

If state law is to be consistent with the philosophy of special education, legislation must be developed which will change the status of all permissive programs[1] affecting children between the ages of three and twenty-one to mandatory obligations. Services to preschool-age children (ages three through five) and post-school-age individuals (ages eighteen through twenty-one) should be provided for the more seriously handicapped. Parents, however, will be required only to send their children to school in conformance with the legal compulsory school ages (ages six through sixteen). Where legislation authorizes, school districts and offices of county superintendents of schools may establish experimental programs for children below age three when there is a demonstrated need for intensive services and a sufficient number of identified children.

The State Department of Education should prepare and distribute an annual report which will identify and evaluate the changing needs of exceptional individuals.

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[1] Permissive programs are those programs and services which schools may provide but are not required to provide.

The need for changes in the law surrounding special education has obviously been recognized by the courts and state legislative bodies. Recent court decisions and legislative actions appear to be setting the direction for the future of special education. This direction seems to focus on two important thrusts, both stressing "equal educational opportunity" for the handicapped.

The first of these directions stems from the October, 1971, landmark case, *Pennsylvania Association for Retarded Children* v. *Commonwealth of Pennsylvania*.[2] One stipulation in the agreement made mandatory rather than permissive a program of free public education for every retarded child no later than September 1, 1972. In addition, the state, with the help of local school districts, was given 90 days to identify every retarded child not receiving education and training at that time.

The second apparent trend in future special education court decisions is typified by the *Diana* v. *State Board of Education* case[3] which, unlike the Pennsylvania court decision, did not deal with the issue of exclusion from schooling. Rather, its aim was to keep exceptional individuals from being misplaced in inappropriate programs. The focus was on the issues of identification, classification, and placement standards and procedures. This litigation precipitated new state legislation which required careful attention to these problems.

The Pennsylvania decision and pending California cases have served as the foundation for numerous court actions. All of these cases indicate that California and its schools, from a judicial point of view, will probably need to plan to provide differentiated free public school programs for the severely and profoundly handicapped individuals who are at least of school age.

The early education of exceptional children should be mandated and extended downward to whatever point such education for children and/or their parents can result in significant gains or to a point where it can be shown to prevent more serious disabilities later. These programs must also extend beyond the usual school-ending age for those pupils who need additional time to become competent and productive. At the same time these programs for differentiated education must be organized to minimize the chance of inappropriate placement and unnecessary segregation.

If state law is to be consistent with this philosophy and with recent court decisions, legislation must be developed which will

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[2] 334 F. Supp. 1257.

[3] *Diana et al.* v. *State Board of Education et al.*, Case No. C-7037RFP, United States District Court, Northern District of California.

change from permissive to mandatory the status of programs for the educationally handicapped as well as the severely handicapped eligible for Development Centers for the Handicapped. The law already requires programs for two categories of the mentally retarded and several categories of the physically handicapped.

Legislative authority to conduct early and extended school programs for some types of exceptional individuals has been in effect for some time. Many exceptional individuals, as defined on page 3, are currently enrolled in such programs. However, if schools are required to enroll individuals with exceptional needs in early education and extended school programs under a planned system, the Department of Education must gather and analyze data to identify and evaluate the changing needs of exceptional individuals. These data should be gathered annually and presented in a report to the State Board of Education. More specifically, the report should summarize the information from the operating units, including achievements and recommendations for resource increments and/or legislation to add exceptional individuals to programs as they are identified.

Special Education—Current Problems

The *California Master Plan for Special Education* is designed to correct the following six weaknesses in California's special education system:

1. ***There is a need for a clearer delineation of responsibility at the state, county, and local levels for the provision of special education.***

Since its inception 112 years ago, special education has grown to include programming services for five major classifications of individuals with exceptional needs. The classifications are (1) physically handicapped; (2) mentally retarded; (3) educationally handicapped; (4) developmentally disabled children enrolled in Development Centers for the Handicapped; and (5) mentally gifted. It is now felt that the needs of the gifted and the needs of the handicapped can best be met by separating the program for mentally gifted children from programs for the handicapped.

Each of these programs—and numerous subcategories within them—was developed at different times and for essentially different reasons in response to the needs and demands of various groups of people. In addition to county and locally operated special education programs and services, three types of special schools are administered by the Superintendent of Public Instruction. The purpose of these schools is to provide an education for blind, deaf, multihandicapped,

and neurologically handicapped persons who require services that cannot be provided in their local communities.

In spite of the large number of local special education programs and the work of the state special schools, the coordination of these efforts should be improved. To meet this need, the responsibilities at all levels of program operation must be more clearly delineated.

2. There is a need to recognize participants in special education programs as "individuals with exceptional needs."

The current system classifies exceptional individuals into categories such as trainable mentally retarded, educable mentally retarded, hard of hearing, and orthopedically handicapped. Through the use of such categories, individuals with exceptional needs have been brought to the attention of the Legislature, the State Board of Education, and school personnel. Current eligibility standards for these categories require a study of the needs of exceptional individuals and direct that such individuals' education be provided in specific categorical settings and under teachers trained in the specific categories. Through this labeling process, it was hoped that the needs of exceptional individuals could be more adequately met.

3. There is a need for program components which promote the most effective special education program for exceptional individuals.

California has created special education programs which have variety and breadth. The early legislation gave considerable flexibility to develop appropriate educational approaches. At least 28 different special education programs are currently available to exceptional individuals.

The current system has been constructed by an additive process and has not undergone adequate changes as programs have been refined. Therefore, the current system does not deal adequately with diversity in incidence, total numbers of individuals with exceptional needs, problems of small districts, program flexibility to meet local needs, and funding requirements. In addition, this system does not always permit logical data collection and reporting.

The step-by-step categorical growth of programs has resulted in a confusing lack of uniformity of terminologies among categories. Pupil placement is often dictated by the availability of programs rather than by pupil needs. Yet, in some cases, programs are so narrowly defined in terms of eligibility that large numbers of exceptional individuals are denied entrance or are forced into programs which are not designed to meet their needs. In other cases, programs are meager in scope or nonexistent.

In many instances coordination between special and regular instruction is often lacking. Programs are not sufficiently flexible to utilize many of the new curriculum approaches which have been developed. In addition, special class programs or services offered by school districts, offices of county superintendents of schools, or state and private schools are inadequately coordinated with each other and with other state agencies. Because of these problems, it is imperative that the current program components be reorganized.

4. There is a need for a system to collect information and properly evaluate special education programs.

It has long been recognized by the State Board of Education and the State Department of Education that evaluation is an essential ingredient in the management of educational programs. Program managers need the assistance of a comprehensive program analysis to design and implement effective educational offerings. In addition, continuous feedback on the operation of these programs to the State Board of Education, the Commission on Special Education, the Legislature, and the Governor is necessary.

Although the Department of Education is currently developing a system for the statewide collection and evaluation of information concerning all educational programs, including the provision of technical assistance to educational administrators, there remains a need to expand the system to include the goals of this Master Plan.

5. There is a need for an equitable system of financial support to special education which will promote improved programs and fiscal accountability.

An obvious flaw in the financial system is the diverse funding patterns supporting the various special education categories. For example, state allowances to districts vary significantly among categories, affecting the development of programs and placement procedures. While supposedly based on cost differences, in reality the allowances do not fund all programs in an equitable manner. Local revenues related to the categories also vary greatly among programs and districts. The cumulative effect of these differences in financial support undoubtedly is that some exceptional individuals are receiving an inferior education.

The development and growth of California's special education programs and services have generally resulted from regular school fiscal support decisions. Trailing in the wake of the larger, more broadly based school finance issues, special education financial support has often been inadequate to provide the necessary range and quality of programs. The absence of a systematic plan which

integrates special education into a statewide school finance plan has caused serious inequities in the use of available funds. The current method of supporting special education programs and services varies according to the types and numbers of individuals with exceptional needs and the options used to provide the program. In addition, the current financing methods have resulted in fiscal audit and control procedures which are difficult to utilize for program evaluation and development. Thus, the current form of special education financing does not ensure quality control in all programs.

Briefly, the present financing structure is based on formulas that relate presently recognized categories of exceptional individuals with the type of program being offered. State support is generally computed on a specific amount per unit of average daily attendance (a.d.a.), and current law provides a "total support guarantee" for each type of special education category.

6. ***There is a need for a more coordinated effort to recruit, train, and provide inservice educational opportunities to teachers, administrators, supervisors, consultants, and other special education personnel.***

In 1972-73, teacher training programs in institutions of higher education in California were well staffed with highly qualified faculty members offering preservice professional preparation for most special education programs. Some 60 institutions of higher learning, many using exemplary teacher education practices, are accredited to prepare special education teachers. However, at the same time, few California institutions of higher education have a complete program for personnel working with the gifted. School systems have relied mainly on locally subsidized, part-time inservice programs for training these personnel.

At the local level, educational agencies are operating special education inservice programs to ensure professional growth for their personnel. However, these programs vary widely in design, scope, and implementation. While, at the state level, both the Department of Education and the Commission for Teacher Preparation and Licensing are concerned with manpower planning and development, more comprehensive planning and coordination of the various agencies responsible for special education will be necesary to ensure that all programs are staffed with competently trained personnel.

CHAPTER I

Philosophy and Goals

Public education in California must seek out individuals with exceptional needs and provide them an education appropriate to their needs.

Public education must work cooperatively with other public and private agencies to assure appropriate education for individuals with exceptional needs from the time of their identification.

Public education must offer special assistance to exceptional individuals in a setting which promotes maximum interaction with the general school population and which is appropriate to the needs of both.

The goals of education generally support the principle of providing every child with the opportunity to develop his full potential and to use his abilities in a way which will bring him fulfillment and happiness. For children with special learning needs, differentiated learning programs are required.

It must be the ideal of our society that no child be denied access to a free, public supported education. There must be no dividing lines which exclude some individuals from educational programs—no lines which automatically set some children apart from others. At the same time it must be understood that each regular school cannot reasonably be expected to provide all services to all exceptional individuals. Some students with severe and profound handicaps may need to be taught in relatively separate schools and facilities. Furthermore, it is extremely important that the public schools accept the responsibility for developing close working relationships with each other, the family, and other service agencies to provide the greatest possible opportunity for enhancing the growth and development potentials of exceptional individuals.

To meet these responsibilities, the resources of education must be coordinated with those of other agencies responsible for services, such as residential living, health services, and psychological services. Accordingly, the state and individual school districts should know who the exceptional individuals are, what they need, and where the resources to meet these needs can be found.

Goals of Special Education

The major goals of special education are similar to those of general education. These goals are:

1. *Communication skills* to assist pupils in acquiring and using, to the extent of their capacity, the basic communication skills which will benefit the individual and society.
2. *Information* to assist pupils in learning how to obtain and use information.
3. *Physical development* to assist pupils in developing physically to the extent of their abilities.
4. *Personal values* to assist pupils in reaching and maintaining their mental and emotional potential and to establish acceptable moral and ethical standards.
5. *Occupational preparation* to assist pupils in preparing for careers, ranging from working at home to full-time employment.
6. *Problem solving* to assist pupils in solving problems inherent in living in a complex and changing world.
7. *Social values* to assist the total educational community in accepting the responsibility for preparing itself for maximum acceptance of children with a wider range of individual differences than may have been present during the past few years. The result will be that normal pupils will have greater understanding for individual differences, and all persons will be better prepared to live in a world of infinite variety.
8. *Development of intellectual potential* to assist and promote the intellectual development of all exceptional individuals.

The most important goal of special education is:

9. *Reduction of the impact of disabilities* to provide individually tailored programs which reduce or eliminate the handicapping effects of various disabilities on some exceptional children. Individuals must be educated, however, in terms of their learning abilities, not their disabilities.

Guidelines for Implementing Philosophy and Goals

If the philosophy and goals of special education as outlined in this Master Plan are to be implemented, the following steps should be taken:

1. *Provide programs.* Legislation is necessary to require school boards to provide educational programs and services to all individuals with exceptional needs.
2. *Meet standards established by the State Board of Education.* Severely handicapped individuals in state hospital programs and

those in other out-of-public school settings should be provided an education which meets the standards established for the public schools.

3. *Allocate resources.* Public schools must be responsible for coordinating their own resources and, within their capabilities, the resources of all available agencies and organizations, public and private, to assure an education to all exceptional individuals.
4. *Create regular school environment.* Special education should try to create an environment which is as near the regular school environment as possible. It should also try to facilitate the continuation or return of exceptional individuals to the regular school program, whenever possible, and in the shortest possible time.
5. *Encourage and assist preservice and inservice training.* Regular teachers and administrators should be encouraged and assisted through preservice and inservice training to become increasingly more responsible for educating exceptional individuals, thus decreasing reliance upon separate special education services.
6. *Maintain special state schools.* The state should maintain comprehensive education programs and special assessment services of state special schools to serve those handicapped children whose needs cannot be adequately met by local educational agencies.

CHAPTER 2

Responsibilities for Special Education

There is a need in California to delineate clearly the responsibilities of various educational agencies for providing special education and ensuring full accountability.

If these responsibilities are to be met, educational agencies must prepare a comprehensive plan providing for programs and services for individuals with exceptional needs. Such plans should be prepared by (1) a school district which provides a comprehensive program of special education services; (2) a combination of school districts with their office of the county superintendent of schools; or (3) a combination of contiguous districts or contiguous counties.

Objectives for Establishing Responsibility

The objectives of this Master Plan in terms of establishing levels of responsibility by educational agencies for special education in California are twofold:

1. Within statutes and regulations, a clear assignment of responsibility and authority among the various educational agencies in the public sector must be made and implemented. This delineation will eliminate duplication of authority and specify responsibility for all aspects of necessary educational services for exceptional individuals.
2. Accountability, in terms of pupil progress and cost effectiveness of program operation, must be ensured.

General Responsibilities of the State Board of Education

The general responsibilities of the California State Board of Education in carrying out the intent of this Master Plan for Special Education are as follows:

1. Adopt the *California Master Plan for Special Education*, propose legislation, and review progress toward implementation.

2. Adopt regulations, guidelines, policies, and program standards for special education.
3. Review and approve program evaluation procedures and criteria to be used in all special education programs.
4. Review evaluation reports on special education.
5. Establish guidelines for the comprehensive plan.
6. Approve comprehensive plans, on the recommendation of the Superintendent of Public Instruction, for a period not to exceed three years.
7. Establish a hearing procedure for a parent or guardian who desires educational services which are not available to his or her child.

General Responsibilities of the Superintendent of Public Instruction

In order to meet the provisions of this Master Plan for Special Education, the Superintendent of Public Instruction has the following responsibilities.

1. Provide consultative and administrative services in each area of the program classification system to ensure full implementation of the Master Plan.
2. Operate the state schools for the blind and deaf and the state diagnostic schools.
3. Develop and disseminate program evaluation procedures and criteria to be used in all special education programs.
4. Convene initial countywide meetings to disseminate information on development of a comprehensive plan. These meetings should include special education representatives from the office of the county superintendent of schools, from each school district in the county and its governing board, and the county school board.
5. Act as an arbitrator if districts and counties fail to agree on aspects of the comprehensive plan or plans.

   In the event of failure of a school district or county superintendent of schools to submit a comprehensive plan as required, the Superintendent of Public Instruction should act to bring about the submission of such a plan. The actions to be taken, in the order of their occurrence and severity, should be:

   a. Sending a problem-solving team to the agency to assist in the comprehensive plan development or to develop the plan itself

b. Initiating legal action to require the agency to develop and submit the plan

6. Recommend approval of comprehensive plans to the State Board of Education.
7. Allocate special education funds in accordance with the approved comprehensive plans.
8. Consult with offices of county superintendents of schools and with school districts to assist in improving programs at the local level.
9. Establish an annual review process for contractual arrangements made by school districts and offices of county superintendents of schools.
10. Review program evaluation of all programs operated by the school districts, offices of county superintendents of schools, and the state schools.
11. Enforce all statutes, regulations, and policies for special education.
12. Ensure the implementation of the comprehensive plan, in accordance with requirements of the Education Code and California Administrative Code, Title 5, Education. To fulfill this responsibility, the Department should authorize on-site audits and provide general supervision and consultation to offices of county superintendents of schools and to districts. The Superintendent of Public Instruction should take the same actions listed in item number 5 of the preceding section (page 13) in the event that a school district or county superintendent of schools fails to provide a special education program, as specified in its approved comprehensive plan.
13. Develop written agreements with other state agencies to provide services to individuals with exceptional needs. Such agreements should specify the roles, responsibilities, and services of each agency.
14. Monitor comprehensive plans and provide assistance in program development and evaluation.
15. Develop a hearing procedure for a parent or guardian who desires educational services for a child which are not available to that child.

What Is a Comprehensive Plan?

A comprehensive plan describes the program which will be provided by schools to meet the educational needs of eligible exceptional individuals living within the geographic boundaries covered by the plan. Every comprehensive plan must meet the

criteria outlined in the following section. The local agency submits the plan through the office of the county superintendent of schools to the Superintendent of Public Instruction. Upon recommendation of the Superintendent and approval by the State Board of Education, the plan becomes the document for coordinating and evaluating the special education activities described within the plan.

Criteria for a Comprehensive Plan

A comprehensive plan must meet the following criteria:

1. Provide for accommodating the full range of exceptional conditions for all eligible individuals. Even if all exceptional conditions do not exist within the area covered by the comprehensive plan, the plan should indicate how such individuals would be served should they be identified.
2. Provide for the differential grouping of the pupil in a class or group according to the specific needs of the pupil.
3. Provide for the full range of program and service components as specified in the Master Plan for Special Education.
4. Provide programs and services which meet standards established by the State Board of Education.
5. Include an appropriately trained administrator and sufficient additional staff to administer and supervise the plan and to consult in implementing it.
6. Provide for career and vocational education and for work experience and work study for those pupils who would benefit from them.
7. Provide the educational, psychological, medical, and pupil personnel services necessary for pupil assessment, instructional planning, evaluation, and consultation. The plan should specify an adequate level of support services for performing such functions as diagnosis, assessment, and evaluation.
8. Include explicit, valid, and feasible procedures for planning and evaluation.
9. Evaluate program effectiveness periodically through objective measures of pupil progress.
10. Describe explicitly how other agencies which provide services to exceptional individuals should provide those services to individuals in the schools.
11. Provide for curriculum development, inservice education, consultation, and supervision for the staff.
12. Provide for the possible inclusion of special contractual arrangements whereby one administering agency (a) releases

an individual with exceptional needs to attend programs operated by another agency outside the boundaries of the first agency; or (b) provides services for an individual with exceptional needs from outside its jurisdictional boundaries when the welfare of that individual can best be served by such contractual arrangements. Contractual arrangements should have prior approval following a process established by the Superintendent of Public Instruction and should be reviewed annually. Contractual arrangements must also provide for periodic reassessment of the appropriateness of placement according to changes in the individual's current functioning.

13. Provide for each school district and county school board's approval of its participation in the comprehensive plan and its responsibilities for the plan's full implementation.
14. Provide for an advisory committee to advise the specified administrative authority. In order to give the broadest representation, the committee should be composed of members from public and private agencies, parents, and other persons concerned with the need of exceptional individuals.
15. Provide for explicit due process procedures and parental appeals for *all* pupils to ensure equality of access to special education programs, to prevent excessive referral and inappropriate placement, and to ensure equality of egress from special education programs.

What Are the Options for Developing a Comprehensive Plan?

Educational agencies have three options in developing a comprehensive plan to provide educational services to exceptional individuals. Offices of county superintendents of schools and all school districts in a given geographical region should cooperate in the planning of programs and services to exceptional individuals as defined in the Master Plan for Special Education. These programs and services may be described in a comprehensive plan for special education using one of the following three options:

1. Any school district may develop its *own comprehensive plan.*
2. A combination of school districts may join with the office of the county superintendent of schools to develop a *joint comprehensive plan.*
3. Contiguous districts may join together to develop a *joint comprehensive plan.* When developed in this manner, the office

of the county superintendent of schools must participate in the planning process to identify problems and needs which relate to the larger geographical area and to ensure that all individuals with exceptional needs are appropriately served. Contiguous counties may also develop a comprehensive plan.

In addition, if any school district wants to develop its own comprehensive plan at a later time, it may submit a declaration of its intent to the office of the county superintendent of schools. The county superintendent's office must then confer with the district to aid in developing the plan. Once developed, the comprehensive plan should then be submitted to the office of the county superintendent of schools. The county superintendent's office should review the plan for compatibility with other comprehensive plans in the county to see that all exceptional individuals are served. If necessary, the county superintendent may also make recommendations to the district and to the State Department of Education suggesting changes in the comprehensive plan.

It is not feasible or practical for all local educational agencies, or combinations of them, to provide comprehensive educational programs and services for all deaf or blind children or the specialized diagnostic services for neurologically handicapped children. Therefore, the State Department of Education should provide such services directly through the state public residential schools.

Specific Responsibilities for a Single District Plan

District Responsibilities for a Single District Plan

The following are the specific responsibilities of a school district when it develops its own comprehensive plan for providing services for individuals with exceptional needs:

1. Confer with the school district governing board and submit to the office of the county superintendent of schools a declaration of intent to develop and implement a comprehensive plan.
2. Develop a comprehensive plan.
3. Provide a qualified administrator of special education and such additional administrative, supervisory, and consultative personnel as required to fulfill the district's designated responsibilities for special education. The administrator of special education should ensure that each exceptional individual within the district receives adequate special education service.

4. Ensure that the school district governing board endorses and approves the comprehensive plan and assumes responsibility for its full implementation.
5. Involve local units of other agencies providing services to exceptional individuals in planning for and delivering needed services.
6. Cooperate with the office of the county superintendent of schools to ensure that the comprehensive plan is compatible with other comprehensive plans in the county.
7. Submit the comprehensive plan to the office of the county superintendent of schools for review and consider recommendations made by the county for the plan.
8. Coordinate and provide inservice training for special education personnel.
9. Consider the appeal of a parent or guardian who disapproves of the placement or services offered his or her exceptional child. Within 30 days of receiving the appeal, the placement or services offered to the exceptional child should be changed or the appeal denied. If the appeal is denied, the district should refer the appeal to the next level of review, generally the office of the county superintendent of schools.

County Superintendent's Responsibilities for a Single District Plan

The following are the specific responsibilities of the office of the county superintendent of schools when a district within the superintendent's jurisdiction develops its own comprehensive plan for special education:

1. Submit to the State Department of Education a description of how the districts within the county intend to develop comprehensive plans. Also include any recommendations for any modification of district intentions.
2. Review the district's comprehensive plan for compatibility with other comprehensive plans in the county.
3. Determine that all exceptional individuals within the county are served effectively and efficiently.
4. Recommend changes, if indicated, to the district and the State Department of Education for improving the comprehensive plan submitted by the district.
5. Submit the district's comprehensive plan to the Superintendent of Public Instruction.
6. Monitor the district's implementation of the comprehensive plan, as approved by the State Board of Education. The results

of such monitoring should be reported to both the district and the Superintendent of Public Instruction.

7. Either affirm a district's denial of appeal by a parent or guardian for a change in the placement or services offered to his or her exceptional child, or direct the district to change the placement or services offered to the exceptional child.

   The decision should occur within 30 days of receiving the appeal from the district. When the office of the county superintendent of schools agrees that the appeal should be denied, it should notify the parent or guardian of this decision and refer the appeal to the county board of education. The county board of education should hear the appeal as presented in writing, and by oral presentation of the parent or guardian or his representative. The decision of the county board of education should be made within 30 days of receiving the appeal from the office of the county superintendent of schools.

Responsibilities of the Superintendent of Public Instruction for a Single District Plan

The following are the responsibilities of the Superintendent of Public Instruction when a school district develops its own comprehensive plan for special education.

1. Grant preliminary approval of the organization of comprehensive plans within each county.
2. Monitor comprehensive plans, enforce rules and regulations, and provide assistance in program development and evaluation.
3. Consider recommended improvements for the comprehensive plan made by the office of the county superintendent of schools in determining whether the plan should be approved.
4. Allocate the funds to the office of the county superintendent of schools or to the operating district according to the state formula.
5. Affirm or deny the decision of the county board of education if a parent appeals.

Specific Responsibilities for Developing a Joint District or County Comprehensive Plan

District Responsibilities for a Joint District and/or County Plan

The following are the specific responsibilities of a school district when it joins with other school districts and/or the office of the county superintendent of schools in developing a comprehensive plan for special education:

1. Confer with the school district governing board and submit to the office of the county superintendent of schools a declaration of intent which will specify the option under which the district will develop and implement a comprehensive plan (see page 16).
2. Participate in the development of the joint comprehensive plan to ensure that every exceptional individual residing within its geographic boundaries has access to an instructional program designed to meet the needs of that individual.
3. Ensure that the district governing board endorses and approves the comprehensive plan and assumes responsibility for the full implementation of the district's portion of the comprehensive plan.
4. Provide administrative and supervisory personnel necessary to implement the district's portion of the comprehensive plan.
5. Include exceptional individuals residing outside the district's own boundaries in the operation of instructional programs if specified in the comprehensive plan.
6. Consider the appeal of a parent or guardian who disapproves of the placement or services offered his or her exceptional child. Within 30 days of receiving the appeal, the placement or services offered to the exceptional child should be changed or the appeal should be denied. If the appeal is denied, the district should refer the appeal to the office of the county superintendent of schools.
7. Designate a responsible agent for the comprehensive plan.

County Superintendent's Responsibilities for a Joint District and/or County Plan

The following are the specific responsibilities of the office of the county superintendent of schools in the development of a joint district and/or county comprehensive plan:

1. Submit to the State Department of Education a description of how the districts within the county intend to develop a comprehensive plan. Also include any recommendations for modification of district intentions.
2. Perform the same functions in a contiguous district plan as described for a single district plan (see page 17).
3. Lead the joint district-county planning effort.
4. Ensure that local units of other agencies providing services to exceptional individuals are involved in planning for and delivery of needed services.
5. Provide a qualified administrator of special education and such additional administrative, supervisory, and consultative

personnel as required to fulfill the office of the county superintendent of schools' responsibilities for special education. This administrator should act to ensure that each exceptional individual within the jurisdiction of the joint plan receives adequate special education services.

6. Operate programs when needed.
7. Review the joint comprehensive plan for compatibility with other comprehensive plans in the county.
8. Ensure that the county board of education approves the joint district-county comprehensive plan and advise the board of its responsibility to fully implement the plan.
9. Submit the joint comprehensive plan to the Superintendent of Public Instruction.
10. Coordinate and provide inservice training for special education personnel as required.
11. Monitor the districts' implementation of their portions of the comprehensive plan. The results of such monitoring should be reported both to the districts and the State Department of Education.
12. Disburse state funds to the districts participating in a joint district and/or county plan according to the state formula and on the basis of the programs conducted and services rendered.
13. Either affirm a district's denial of an appeal by a parent or guardian for a change in the placement or services offered to his or her exceptional child, or direct the district to change the placement or services offered to the exceptional child.

    The decision should occur within 30 days of receiving the appeal from the district. When the office of the county superintendent of schools agrees that the appeal should be denied, it should notify the parent or guardian of this decision, and refer the appeal to the county board of education. The county board of education should hear the appeal as presented in writing and by oral presentation of the parent or guardian or his representative. The decision of the county board of education should be made within 30 days of receiving the appeal from the office of the county superintendent of schools.

Responsibilities of the Superintendent of Public Instruction for a Joint District and/or County Plan

The following are the responsibilities of the Superintendent of Public Instruction when a joint district and/or county plan is developed:

1. Grant preliminary approval of the organization of comprehensive plans within each county.
2. Monitor comprehensive plans, enforce rules and regulations, and provide assistance in program development and evaluation.
3. Arbitrate disagreements between the office of the county superintendent of schools and districts concerning the development and implementation of comprehensive plans.
4. Allocate the funds to the office of the county superintendent of schools or to the operating county or district according to state formula.
5. Affirm or deny the decision of the county board of education if a parent appeals.

CHAPTER 3

Classification System

For legal purposes, pupils with special education needs should be designated as "individuals with exceptional needs." This designation should include only those pupils whose educational needs cannot be met by the regular classroom teacher with modifications of the regular school program and who will benefit from special instruction and/or services.

The term "individuals with exceptional needs" should have four subclassifications, which should be used *only* for data collection and reporting purposes. The subclassifications are:

1. **Communicatively handicapped**[1]
2. **Physically handicapped**
3. **Learning handicapped**[1]
4. **Severely handicapped**

Objectives for Establishing a Classification System

The objectives for a new classification system are threefold. The system should (1) relate pupils to educationally relevant groupings; (2) relate pupils to appropriate programs and services; and (3) be simple and efficient—yet sufficient for data analysis, program administration, and public support.

A Classification System for Data Collection Purposes

The existing categories should be grouped under the four new program subclassifications as follows:

1. Programs for the communicatively handicapped

   Deaf
   Deaf-blind
   Severely hard of hearing
   Severely language handicapped (including aphasic)
   Language and speech

[1] Excluded from these subclassifications are children whose needs derive solely or primarily from unfamiliarity with the English language or from cultural differences.

2. Programs for the physically handicapped
   - Blind
   - Partially seeing
   - Orthopedically handicapped
   - Other health impaired minors (including drug dependent and pregnant minors)
3. Programs for the learning handicapped
   - Learning disabilities
   - Behavior disorders
   - Educationally retarded (EMR)
4. Programs for the severely handicapped
   - Developmentally handicapped
   - Trainable mentally retarded
   - Autistic
   - Seriously emotionally disturbed

The suggested subclassification system regroups the current categories into four areas in order to maintain a structure for data collection purposes. Through the classification of *programs*, pupil enrollments can be reported on the basis of program rather than by a label attached to the pupil. While it is possible that the label could be attached to the pupil, the legal provisions proposed for implementing the Master Plan do not dictate this process, as under present law. A specific classification may be needed for reporting requirements of the U.S. Office of Education.

CHAPTER 4

Program Components

The present program components of special education, which are based on specific types of disabilities, should be reorganized into eight components applicable to all exceptional individuals.

In order to meet the needs of exceptional individuals, all eight noncategorical components must be included in every comprehensive plan.

Objectives for Program Components

The following are the nine objectives for the new program components:

1. Make appropriate services available to every individual with exceptional needs.
2. Provide the flexibility to meet the unique needs of geographical, regional, and local district-county organization and enrollment.
3. Provide for the coordination and articulation between regular and special programs.
4. Encourage coordination and continuity of services between public school programs and services of all other public and private agencies.
5. Eliminate or reduce the negative effects of labeling a pupil who needs specialized services.
6. Coordinate pertinent information from all sources, including a comprehensive educational, psychological, sociological, and health evaluation in order to evaluate properly the individual with exceptional needs.
7. Develop teacher-specialist-pupil ratios from the perspectives of the total instructional program and efficient classroom management.
8. Facilitate accounting and management procedures.
9. Include the parent or guardian in program planning, placement, and review.

The Eight New Program Components

The eight new program components are divided into two basic categories: supportive and instructional.

Supportive

1. Identification, Assessment, and Instructional Planning
2. Management and Support Services
3. Special Transportation Services
4. Capital Outlay

Instructional

5. Special Classes and Centers
6. Resource Specialist Program
7. Designated Instruction and Services
8. Nonpublic School Services

The separation of supportive services from instructional programs assists in identifying these specific services, permits instructional funding to be restricted to instructional expenditures, and allows closer accountability under California's school accounting system.

The major addition in the reorganization of the program components is the establishment of the resource specialist program. This component will serve as a noncategorical resource for exceptional individuals in nearly every school in California. Special and regular education for exceptional individuals should be coordinated through services provided by, or in conjunction with, a resource specialist.

The guidelines for the development of the eight program components which should be included in every comprehensive plan are as follows.

- **Identification, Assessment, and Instructional Planning**

  1. Procedures for the identification, assessment, and instructional planning for all individuals with exceptional needs should be developed. The identification, assessment, and instructional planning and follow through for preschool children and other children (according to the recommendations on page 3), including those not currently enrolled in school programs, should be an integral part of such procedures. These procedures should also include an educational assessment of the pupils' development in cognitive, affective, and sensory motor functioning.
  2. Systematic procedures should be developed for referral of exceptional students by teachers, parents, agencies, and appropriate professionals.

3. Procedures and criteria for identifying individuals with exceptional needs should be developed by the Department of Education in cooperation with appropriate parent and professional organizations and should be approved by the State Board of Education.
4. At least two levels of identification, assessment, and instructional planning should be included:
   a. *School Appraisal Team.* The team should consist of the school administrator, resource specialist, designated instruction teachers and specialists, regular teachers, and the appropriate program specialist. The participation of other persons, such as the school psychologist, social worker, nurse, and counselor, should be requested as needed. The school psychologist assigned to the school should provide ongoing consultation and inservice training necessary to the school appraisal team. The team's responsibilities should include reviewing referrals, conferring with parents regarding program recommendations, developing written instructional goals for each pupil provided instruction, and recommending service in the school through the resource specialist program and/or designated instruction and services. The team should refer to the Educational Assessment Service (the second level of the identification, assessment, and instructional planning process) those pupils who require a more definitive assessment as determined by a program specialist or teacher, those whose instructional plan has not been effective, or those whose parents or guardians have made a request. Finally, the team should review the progress of each pupil semiannually.
   b. *Educational Assessment Service.* Each service should consist of professional specialists representing health, psychology, social work, language services, management services, and diagnostic teaching. One member of this group should serve as coordinator of the service. This service should perform the following functions: (1) review referrals; (2) recommend program components; (3) recommend needed additional assessments; (4) confer with parents; and (5) develop written instructional goals for each pupil who either has been required to leave the school of residence or to attend special classes or centers or whose parent or program specialist is appealing a School Appraisal Team decision. In addition, the service may refer special cases to the state schools for further study if indicated. Pupils returning to the district or county from the state schools should have planning recommenda-

tions reviewed by the service. Recommendations for instructional planning and placement should also be made by a committee consisting of the person coordinating the assessment services, program specialists, and appropriate members of the service.

The comprehensive plan must describe how community resources can be coordinated with the services of the Educational Assessment Service. Finally, the service should annually reassess each pupil in terms of the procedures described in the Master Plan.

5. The parents or guardian of a child being considered in each committee or team should be informed of their right to present information to the committee or team in person, or by a representative, and to attend that part of the meeting devoted to recommendations and program planning. The parent must give written consent for any special services offered the child.
6. Each comprehensive plan should specify the organization, responsibilities, and number of program specialists to be provided. A program specialist is an individual serving in one of five program classifications. This individual should provide consultation, coordination, planning, curricular resources, and evaluation for the programs for exceptional individuals. He should participate in each school's inservice training, research development, and innovation of special methods and approaches. The comprehensive plan should describe how the program specialist is to carry out these functions.

- **Management and Support Services**

1. Management services should provide the noninstructional services essential to plan, maintain, and evaluate a total special education program. Management services include, but are not limited to:

   Administration
   Clerical services
   Program planning
   Research and data processing
   Program evaluation

2. Support services should provide for the operation and maintenance services essential to a total special education program. Support services may include, but are not limited to:

   Instructional materials and media services
   Interpreters and notetakers for the deaf

Purchase and maintenance of special equipment
Technical maintenance personnel
Teleclass phone charges
Instructional materials center participation
Preservice and inservice education

- **Special Transportation Services**

1. Special transportation services should provide necessary transportation for individuals with exceptional needs. Transportation services should include:

Transportation in special vehicles to and from specialized services when required
Transportation for pupils not attending school of residence
Transportation to work stations and work-training programs
Provision of room and board in lieu of transportation

- **Capital Outlay**

1. The capital outlay component should provide financial assistance on a continuous, equitable basis to school districts and offices of county superintendents of schools to enable public schools to provide adequate and safe facilities.
2. Financial assistance should be provided in inverse relation to the district's ability to share in the cost of the facilities.
3. Each participating district and county superintendent's office should include documentation of the long-range need and utilization of facilities within their comprehensive building plan and the comprehensive plan for special education.

- **Special Classes and Centers**

Special classes are programs which enroll pupils for a majority of the school day, grouping pupils with similar instructional needs. Special centers are clusters of special classes.

1. Special classes and centers should concentrate on pupils with intensive needs and should be maintained in conjunction with regular programs wherever possible. Regular classroom teachers and programs should receive support to facilitate integration of pupils from these classes.
2. Whenever special classes and centers cannot provide the required services, the district or county should review the possibility of sending these individuals to a state school for exceptional individuals.
3. Special class program teacher-pupil ratios should be included in the comprehensive plan, with the criteria for ratios established

by the State Board of Education. Each special class should also have an instructional aide.

- **The Resource Specialist Program**

The resource specialist program should provide instructional planning, special instruction, tutorial assistance, or other services to exceptional individuals in special programs and/or in regular classrooms of each school. This program is to be coordinated by a resource specialist, who is a special education teacher with advanced training in the education of individuals with exceptional needs.

1. A pupil's participation should be determined by his needs as specified in an individual pupil plan written by the School Appraisal Team.
2. The resource specialist program should coordinate designated instruction and services for those pupils assigned to regular classroom teachers for a majority of the school day.
3. The resource specialist program should coordinate interpretation and implementation of educational and psychological findings.
4. The resource specialist program may coordinate educational guidance for children with special problems and for their parents.
5. The resource specialist program may provide resource material, including professional literature related to special education and services, to regular staff members, parents, and others.
6. Establishment, maintenance, and supervision of special education services in the school should be done in cooperation with the resource specialist and under the supervision of program specialists.[1]
7. The resource specialist should provide consultative services to regular teachers.
8. Maximum case loads for each resource specialist should be established in the comprehensive plan and should meet standards established by the State Board of Education.

- **Designated Instruction and Services**

1. Designated instruction and services should be provided by specialists and should be of a specific nature not normally provided in regular and special class programs or in resource specialist programs.

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[1] For clarification of the responsibilities of the program specialist, see page 28.

2. Designated instruction includes services authorized by the State Board of Education. These services may include, but should not be limited to:

   Language/speech assessment, development, and remediation
   Audiological services
   Aural rehabilitation, including auditory training and speech reading
   Mobility instruction
   Instruction for the visually handicapped
   Instruction in the home or hospital
   Adaptive physical education
   Coordination and/or provision of physical therapy and occupational therapy
   Specialized driver training instruction
   Career preparation, work-study, occupational training
   Counseling and guidance, behavior management
   Parent education

- **Nonpublic School Services**

1. Nonpublic school services should be offered exceptional individuals when the district or county determines that such services can more appropriately meet the needs of the pupil. Nonpublic school services utilize other public or private schools and agencies which provide a variety of service for exceptional children. Parental approval is a prerequisite to enrollment in a nonpublic school.
2. When nonpublic school services are needed, school districts or counties should contract for services and provide the full cost of educational programs. The services necessary for each exceptional child should be determined prior to placement. In addition, contracts for these services should specify the amount and timing of payments. All contracts should allow either the public school or the nonpublic school agency to terminate the services.

   If services other than those specified in the contract are desired by a child's parents or legal guardian, they should arrange for payment of these services.

   In order to obtain the maximum benefit from services offered by nonpublic schools or agencies, the State Board of Education should adopt and the Superintendent should enforce standards of quality for all nonpublic schools participating in the program.

3. Individuals with exceptional needs may be enrolled concurrently in both public and nonpublic schools provided the pupil's major enrollment is in one school and the other enrollment is supplementary.
4. The responsibility for nonpublic school services should remain with the public school district or the office of the county superintendent of schools. The public school should provide the parent with periodic progress reports.
5. In the event the parent or guardian determines that a placement is inappropriate, whether in public or nonpublic school services, the appeal process specified in the comprehensive plan should be initiated. (See appeal sections, Chapter 2, pages 19 and 21.) The parent should obtain a corroborating opinion of a physician, licensed or educational psychologist, social worker, or other qualified professional that the placement of the individual with exceptional needs is inappropriate and/or injurious. Following the appeal, if the parent or guardian does not accept the program planned for the child, the parent or guardian may request a tuition payment for education purposes in lieu of a free public education. Such payment should not exceed the lesser of the tuition payments to the nonpublic school or the state average cost of special education in public schools for all individuals with exceptional needs. The responsibility for providing the required education then will rest with the parent.

CHAPTER 5

Evaluation and Information System

Schools must evaluate the results of the special education programs in terms of the growth and development of exceptional individuals participating in these programs.

Annually, an audit team should conduct an intensive review of the educational process, organization, and pupil progress of selected comprehensive plans from throughout the state.

Objectives for Evaluation Efforts

The objectives for the evaluation efforts of special education programs are as follows:

1. Develop, disseminate, and implement the system for evaluation for special education programs.
2. Assist local program administrators with the design, development, and implementation of both effective short-term and long-term systems for evaluation of special education by (a) providing regional or statewide inservice training opportunities to those responsible for evaluation; (b) providing regional or statewide workshops and conferences for the consumers of special education evaluation information; (c) coordinating the research efforts of institutions of higher education with special education evaluation on both state and local levels; and (d) performing regular audits of special education programs, including the evaluation design.
3. Determine the costs of designing, developing, and implementing evaluation systems at both state and local levels. Implementation costs should include, but not be limited to, salaries and expenses of evaluators and costs of data collection, compilation, interpretation, and dissemination.
4. Provide state funding for the current year costs of evaluation.
5. Collect, compile, and interpret data for dissemination.
6. Encourage, recognize, and support those activities which most effectively support pupil progress and which successfully identify areas of program strengths and weaknesses.

7. Provide sufficient liaison, feedback, and coordination between the Special Education Support Unit, including the state schools, and other units within the State Department of Education to provide appropriate information input and output to meet special education needs.

Guidelines for Evaluation in Special Education

1. The Department of Education and local educational agencies should employ a sufficient number of qualified personnel whose primary responsibility would be to design, develop, and implement state and local systems of evaluation for special education.
2. Every comprehensive plan submitted for approval to the Superintendent of Public Instruction should have an evaluation component as an integral part.
3. The administrator of special education who has primary responsibility for special education in each geographic area encompassed by a comprehensive plan should compile, interpret, and report evaluation data to the State Department of Education.
4. Each geographic area encompassed by a special education comprehensive plan should be audited as often as appropriate during the period for which the program was approved. Such audits should be conducted on the actual program site and should include an investigation of pupil, program, and process information. Each year a sample of comprehensive plans should be audited by an outside audit team composed of state staff and peers selected from a panel of experts established by the state. Every comprehensive plan should be audited on site at least once every three years.
5. The Department of Education and local educational agencies should cosponsor, or conduct independently, periodic inservice training and workshops for local staff responsible for the evaluation of special education.
6. State funding should be allocated for the current year costs of evaluation.
7. The State Department of Education should expand its management information system to gather, analyze, and report comprehensive program information, including pupil, process, and program descriptions, to the U.S. Office of Education; the State Legislature; the State Board of Education; the Superintendent of Public Instruction; the Special Education Support Unit, and local, state, and federal education agencies.

8. Relevant pupil information (coded to ensure confidentiality), statistical information, and information for program analysis (as it concerns special and general education programs) should be collected and reported.
9. The Department of Education should research basic issues and relationships in special education and make recommendations based on such research findings.

CHAPTER 6

Financial Model for Special Education Funding

If a finance system is to foster the development of comprehensive, high quality special education programs, the following steps should be taken:

1. **The state should fund the excess costs of special education programs up to a specified level.**
2. **The allocation of funds should be made on the basis of the needs of exceptional individuals rather than by categorical disability.**
3. **A control system must be developed to establish fiscal accountability and to preserve the integrity of use of special education funds.**
4. **Support levels must be adjusted on a regular basis.**
5. **Program standards must be enforced.**

Objectives for Developing a Financial Model for Special Education

The objectives essential to the construction of an equitable finance plan for special education are as follows:

1. Provide adequate resources to assure equality of educational opportunity for all individuals with exceptional needs.
2. Provide levels of support for special education programs which will promote programs and services of equal quality.
3. Provide encouragement for the development of comprehensive programs.
4. Promote both program and fiscal accountability.
5. Clarify fiscal relationships between state, county, and district.
6. Ensure equity in support levels among various program components.
7. Provide adjustments in support levels to reflect changing costs.
8. Provide support based on needs of pupils enrolled in special education—funding based on specified programs and services rather than on categorical disability groupings.

9. Ensure that reporting and auditing policies and procedures are meaningful for evaluation and program development.
10. Provide methods for monitoring and evaluating quality control in special education statewide.

Guidelines for the Development of a Financial Model

If a new financing structure for special education is to be developed, the following guidelines must be adopted:

1. The state must provide financial support for the excess costs of standard special education programs.
2. Allocation of state support for special education must be made through the office of the county superintendent of schools to the county or district submitting a comprehensive plan for the programs they are operating. The allocation must be made in accordance with the provisions of the comprehensive plan and according to the state formula.
3. Funding of special education programs must be provided through the eight program components shown in Figure 1. The top portion of the chart illustrates how schools should receive special education funds to supplement local and state funds available to every child in California. These latter funds are listed in the middle and bottom portions of the chart as Equalization Aid from State, Local Aid from Tax Rate, and Basic State Aid.

   With each component, funding required to support special education programs and services above the guaranteed foundation allocations must be provided.
4. Each district or county submitting a comprehensive plan should coordinate the development of the plan which should include a control system to ensure adequate financial controls and specific accounting for special services, establish financial accountability, and preserve the integrity of special education funds.
5. The Superintendent of Public Instruction should annually review special education costs and adjust state support by adding sufficient revenues to allow the offsetting of inflationary factors and reflect the actual cost of a special education program.
6. Fiscal audit procedures should require reports from all school districts or offices of county superintendents of schools

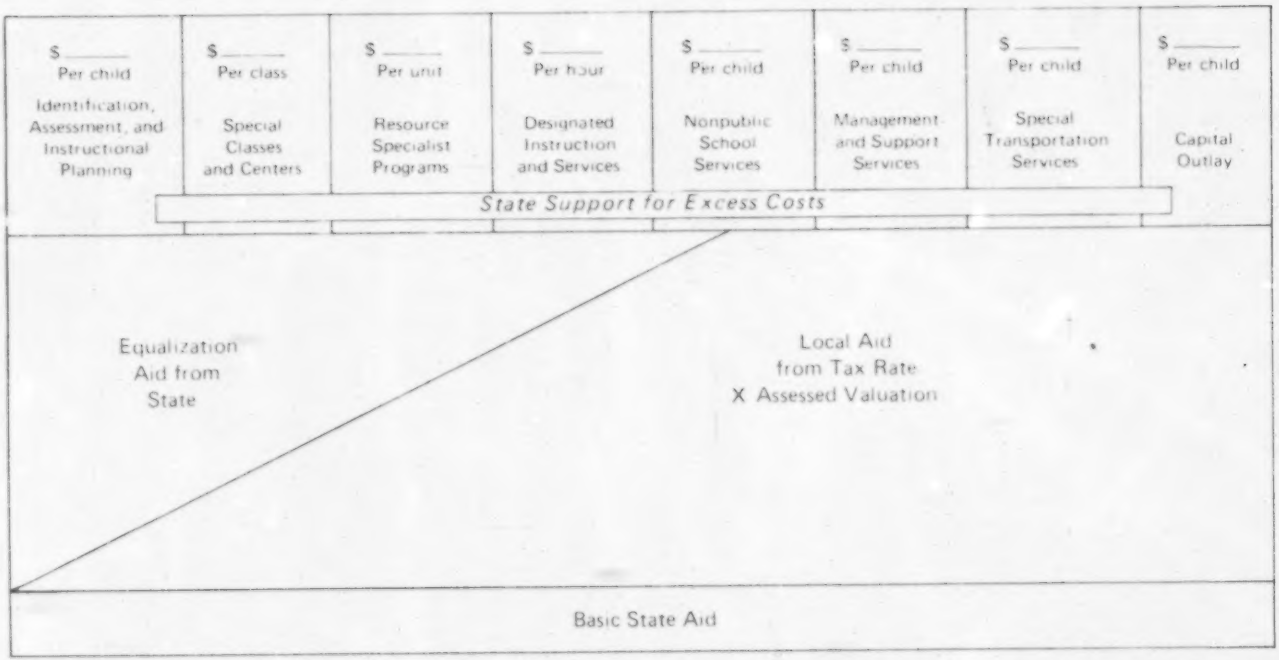

Figure explanation: The top eight boxes illustrate how schools should receive special education funds to supplement local and state funds available to the general school program. These latter funds are labeled on the figure as (1) Equalization Aid; (2) Local Aid from Tax Rate; and (3) Basic State Aid.

Figure 1. State and local support for special education programs in California

participating in a comprehensive plan, using the same method of showing both direct and indirect costs by program components.

7. The special education comprehensive plans should reflect use of federal and other available funds for the education of exceptional individuals.
8. The state special schools should continue to be funded as general fund appropriations, with full level support provided.

Coordination of Federal Resources

In order to fully implement the Master Plan for Special Education, it is necessary to provide greater coordination of federal funds for special education at both the state and local levels.

The following are the guidelines and objectives for providing greater coordination of federal resources for special education programs:

1. A needs assessment based on long-range state planning and a broad range of factors should be made to identify the major special education problems deserving priority attention by the Department of Education.
2. The Department of Education should develop priorities for projects, or projects should be approved on the basis of a system of priorities.
3. An organizational structure and procedure should be established to coordinate the allocation of federal funds which are allocated for educating handicapped individuals in California and to ensure focus on areas of priority.

CHAPTER 7

Personnel Planning and Development

Implementation of a comprehensive special education program will require seven categories of personnel. The functions of the seven categories are:

1. **Teaching**
2. **Administering**
3. **Supervising-coordinating-consulting**
4. **Diagnosing**
5. **Providing paraprofessional service**
6. **Researching**
7. **Preparing personnel to train other educational personnel**

Cooperative action between the special education institutions (producers); the state, county, and district educational agencies (users); and the Commission for Teacher Preparation and Licensing (the certifying agency) will help establish a well-qualified work force for special education.

Adequate personnel needs assessment procedures should be established and updated annually to determine the number and the racial-ethnic membership of qualified personnel for special education.

Objectives for Personnel Planning and Development

The following are the objectives for personnel planning and development:

1. Collect data on all the personnel needs of special education in California and provide a continuous flow of information to all appropriate agencies for manpower planning.
2. Ensure that affirmative action policies encourage minorities to enter all levels of special education.
3. Develop guidelines identifying the roles and responsibilities of personnel which should be performed in each of the special education programs.

4. Secure cooperation of all agencies involved in the preparation, accreditation, certification, and utilization of special education personnel so that requirements, standards, and activities are compatible with the manpower needs of California.
5. Plan for the continuous inservice development of all personnel in special education (e.g., teachers, paraprofessionals, parents, and volunteers).

Guidelines for Personnel Planning and Development

The following guidelines should be considered in the reorganization of manpower planning and development for special education:

1. The State Department of Education should assess annually personnel in special education in California. Projected shortages and excesses for each category of personnel should be determined and reported to all appropriate agencies.
2. Personnel planning for special education should implement an affirmative action program to achieve a fully integrated work force.
3. Special education should offer consultation to regular teachers and train them to deal with those exceptional individuals who can be integrated into regular programs.
4. General education should, through preservice and inservice education for its teaching and administrative staffs, provide for the education of children with minimal problems and decrease its reliance on special education for services to these individuals.
5. Preparation of personnel in special education should be based on needed professional competencies and should provide for continuing evaluation of trainees.
6. The guidelines to be recommended to the Commission for Teacher Preparation and Licensing for the preparation of personnel in special education are as follows:
   a. Special education should be planned in the undergraduate program and should include early experiences with a variety of exceptional individuals.
   b. Special education undergraduate courses should provide for students to gain at that level a wide range of teaching competencies in all areas of special education, and specialization should be offered in the fourth and fifth years (as illustrated in Figure 2).
   c. Persons who have fulfilled the requirements of a special education program which has been blended with profes-

Type of preparation	College year					
	First	Second	Third	Fourth	Fifth	Sixth
General education						
Subject area major						
Professional regular education						
Professional special education						

Generic → Specialization → Resource Specialist

Figure 2. Recommended college program for preparation of special education personnel

sional preparation for regular education and a subject matter area should be authorized to teach both regular and exceptional pupils.

Specialized credentials should relate to special education program components as illustrated in Figure 3.

7. The resource specialist should possess a valid teaching credential in special education; have a minimum of three years successful, full-time classroom teaching experience; and have completed or be enrolled in an advanced preparation program in special education.
8. Directors or assistant superintendents in charge of special education or special services should possess a valid administration credential; a minimum of three years successful, full-time experience in special education; and demonstrate the competencies prescribed by college or university programs approved for special education administrators.
9. Professional preparation programs for diagnosticians should include the development of competencies related to the diagnostic services required in special education programs and the completion of the professional preparation program recommended by the appropriate professions (e.g., medicine, psychology).
10. Training programs for competent paraprofessionals for special education should be developed by district and/or community colleges to prepare instructional aides for special

education. There should be multiple classifications of paraprofessionals depending on job functions, training, and experience.

11. Representatives of the Department of Education, the California institutions of higher learning, the Commission for Teacher Preparation and Licensing, and the local educational agencies should meet at least annually in a joint planning session to coordinate the number and types of persons being trained and the projected requirements for special education personnel.
12. Each school district or office of the county superintendent of schools should identify the procedures which will be used to improve the competency of all personnel in special education. Personnel in special education should be able to move upward on the career scale when they demonstrate the necessary competencies required of the position.

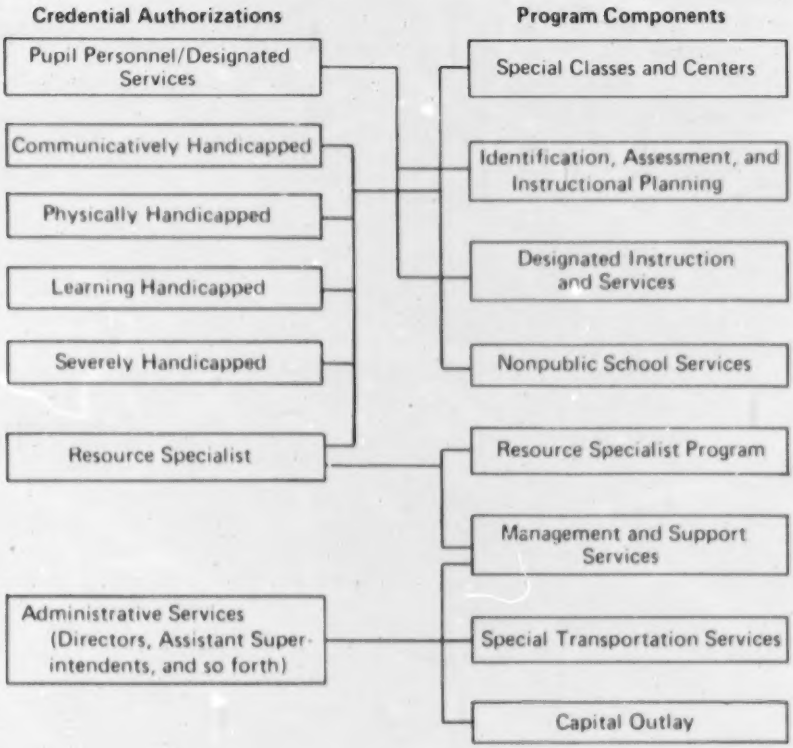

Figure 3. Relationship of credential authorizations to program components under the California Master Plan for Special Education

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